

Prologue

This report is submitted pursuant to the “United Nations Participation Act of 1945” (Public Law 79-264). Section 4 of this law provides, in part, that:

“The President shall from time to time as occasion may require, but not less than once each year, make reports to the Congress of the activities of the United Nations and of the participation of the United States therein.”

In July 2003, the President delegated to the Secretary of State the authority to transmit this report to Congress.

The *United States Participation in the United Nations* report is a survey of the activities of the U.S. Government in the United Nations and its agencies, as well as the activities of the United Nations and those agencies themselves. More specifically, this report seeks to assess UN achievements during 2004, the effectiveness of U.S. participation in the United Nations, and whether U.S. goals were advanced or thwarted.

The United States is committed to the founding ideals of the United Nations. Addressing the UN General Assembly in 2003, President Bush said,

“The founding documents of the United Nations and the founding documents of America stand in the same tradition. Both assert that human beings should never be reduced to objects of power or commerce, because their dignity is inherent. Both recognize a moral law that stands above men and nations, which must be defended and enforced by men and nations. And both point the way to peace, the peace that comes when all are free.”

The United States believes the United Nations should be a place where diverse countries and cultures of the world work together for freedom, democracy, peace, human rights, and prosperity for all people. In 2004, the United Nations continued to face many challenges in living up to those founding principles.

This report treats thematically UN activities that most significantly affected U.S. interests. It is divided into six chapters:

Part 1, on **Political and Security Affairs**, focuses on activities undertaken by the United Nations to maintain international peace and security. Under the UN Charter, the primary responsibility for this task lies in the Security Council, which is empowered to take various actions to maintain international peace and security through the adoption of resolutions authorizing peacekeeping and special political missions. The activities of the UN General Assembly and other UN bodies are also described. This chapter also covers security-related thematic issues, such as disarmament and international terrorism.

In 2004, the Security Council answered President Bush's 2003 call to address the threat posed by rogue states and terrorists acquiring weapons of mass destruction and their means of delivery. With U.S. leadership, the Security Council adopted Resolution 1540, requiring member states to take and enforce effective measures to prevent the proliferation of weapons of mass destruction, develop and maintain export controls consistent with international standards, and to secure any and all sensitive materials within their own borders.

The United Nations played an important role in promoting peace and stability in Sudan, Haiti, and other countries of importance to the United States. The Security Council pressured the Sudanese government to rein in Janjaweed militias committing atrocities in Darfur, established an arms embargo, and supported the African Union's mission in Darfur. Moreover, Security Council efforts to help bring an end to Sudan's civil war culminated in a November 2004 special session of the Security Council in Nairobi in which the Sudanese government and southern rebels committed themselves to concluding a final comprehensive peace agreement.

In Haiti, upon the resignation and departure of President Aristide in early 2004, the Security Council authorized a U.S.-led multinational interim force to restore order for a short period, and later established a UN peacekeeping mission, known as the UN Stabilization Mission in Haiti. The Security Council also helped establish the framework for the transfer of authority in Iraq from the Coalition Provisional Authority to the Iraqi Interim Government.

Part 2, on **Economic and Social Affairs**, assesses the work of the General Assembly, the Economic and Social Council, the UN Commission on Human Rights, and various subsidiary bodies and commissions on issues that involve economic development, the status of women, humanitarian aid, and crime prevention and control.

The United States met several objectives in these bodies in 2004. The Commission on Human Rights, though largely discredited as an institution, nevertheless adopted a resolution condemning the situation of human rights in Cuba as well as a resolution on the consolidation and promotion of democracy which was supported jointly by members of the UN democracy caucus. The Commission and the General Assembly's Third Committee together also adopted resolutions addressing human rights situations in Burma, Iran, and other countries, but failed to speak forcefully against other countries with deplorable human rights situations, such as Sudan and Zimbabwe.

Part 3, on **Specialized Agencies**, describes the activities of a host of agencies, from the Food and Agriculture Organization to the World Health Organization, and assesses how they served U.S. interests.

The International Atomic Energy Agency (IAEA) played a particularly important role in 2004 as it focused attention on Iran's nuclear program and its failure to comply with its safeguards obligations and other nonproliferation commitments. The IAEA Board called on Iran to suspend all

of its enrichment- and reprocessing-related activities and to cooperate fully with the IAEA in resolving outstanding questions about Iran's nuclear program. Iran agreed in November 2004 to suspend uranium enrichment-related and plutonium reprocessing efforts, facilitating negotiations between Iran and France, Germany, and the United Kingdom. The IAEA also provided oversight as Libya dismantled its clandestine nuclear weapons program and came into compliance with international safeguards obligations.

Part 4, on **Legal Developments**, highlights the work of the International Court of Justice and other judicial bodies, such as the War Crimes Tribunals in Rwanda and the former Yugoslavia, and developments on issues such as cloning.

Part 5, on **Reform of the UN System**, describes progress on reform of the United Nations, and of the UN's main bodies.

The High Level Panel on Threats, Challenges and Change, appointed by the Secretary-General in 2003, issued its report in December 2004, making 101 recommendations to address a range of global threats. The UN General Assembly adopted resolutions to strengthen the Office of Internal Oversight Services, pursuant to a U.S. initiative, and the Joint Inspection Unit.

Part 6, on **Administration and Budget**, provides an overview of the UN current financial situation and resource management issues.

Information on funding of UN activities and UN bodies, as well as U.S. assessments or contributions, are provided throughout this report. Unless otherwise noted, figures provided are for calendar year 2004.

Finally, the report's appendices include the President's 2004 speech to the UN General Assembly, in which he first proposed a UN Democracy Fund, information about the principal organs of the United Nations and their membership and leadership in 2004, a list of U.S. representatives to the United Nations in 2004, and other reference information.

Questions about this report may be directed to the Bureau of International Organization Affairs, U.S. Department of State.

